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ABSTRACT

This document, the result of research conducted to resolve some of the confusion surrounding the question of merit pay, synthesizes information and professional opinion about teacher compensation. The material is presented in two major sections, one devoted to the concept of merit pay and the other to a discussion of alternative methods of rewarding outstanding teachers. Within the concept of merit pay are discussed (1) three major additional compensation provisions, (2) merit provisions in historical perspective, (3) principles of merit pay plans, (4) procedures for merit rating and/or evaluation, (5) pro and con arguments regarding merit pay programs, and (6) some successes and failures of merit pay plans. The differentiated teaching staff approach, the teacher incentive plan, and the approved staff plan are examined in depth in a section on alternative reward methods. Study findings reveal that (1) careful teacher preparation and training (implying improvements in the college programs for training new teachers) is necessary before a school can handle the technical and human relationship problems inherent in a thoroughgoing merit program; (2) a merit salary program is feasible only in school systems that have developed approariate objective evaluation procedures; (3) teacher morale, a complex of many factors, is not primarily determined by the salary system, be it merit or nonmerit. Two model salary schedules, one proposed salary schedule, and a 19-item bibliography conclude the presentation. (Author/JF)

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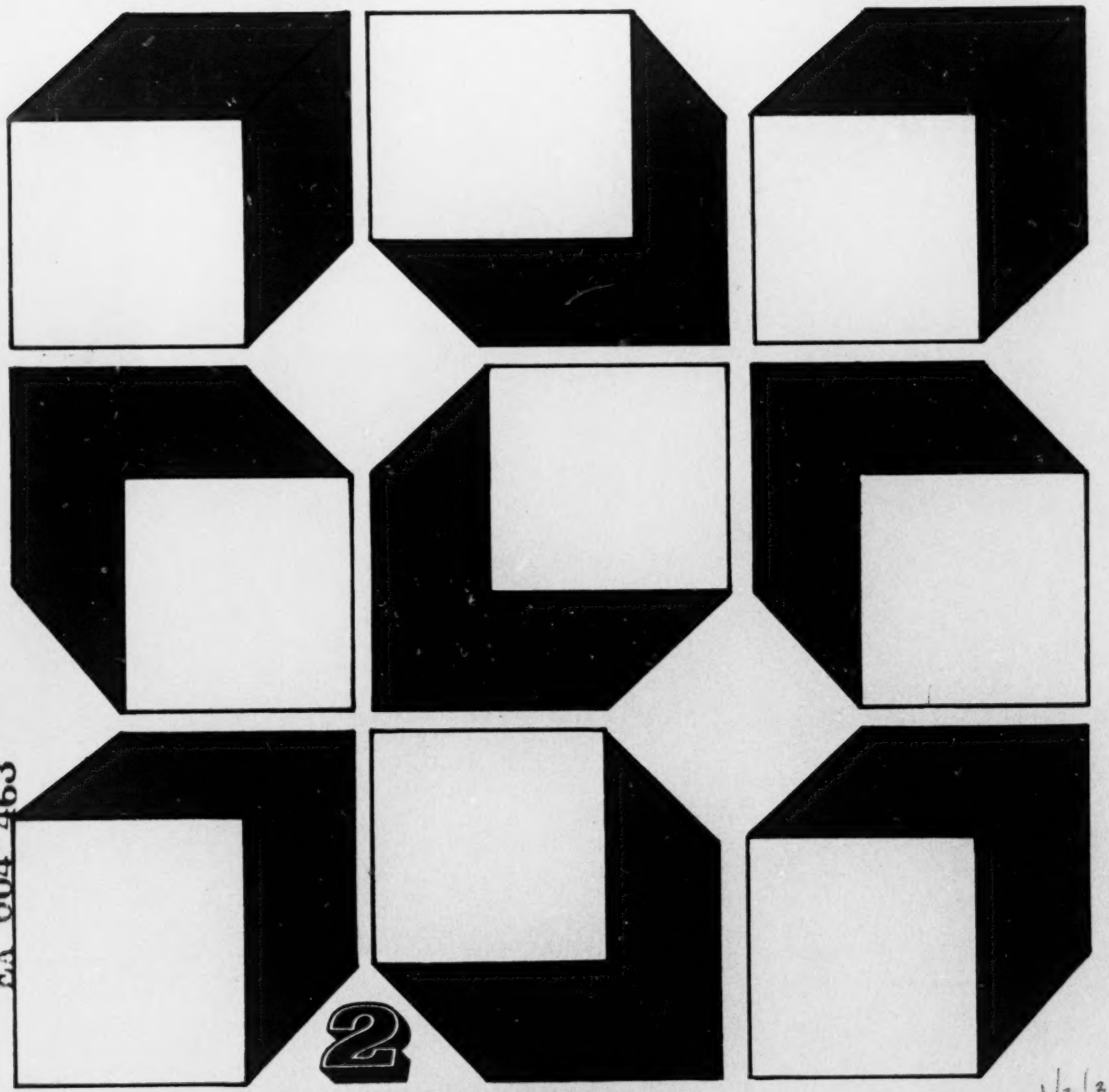
PERSPECTIVE

Merit Pay: problems and alternatives



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Merit Pay:
Problems and Alternatives

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PREFACE

One of the basic tenets of American society has been that outstanding or meritorious occupational service will be rewarded by greater financial compensation. In certain professions such as medicine and law, higher fees can be demanded by those who are outstanding in the practice of their art. Such is not the case in education where compensation for services performed is incidental to the quality of those services. In some quarters this disregard for compensating teachers, supervisors, and administrators on the basis of their proven performance over a period of years rather than on the basis of educational preparation and/or longevity of service has been challenged. As a result of this challenge various methods of teacher remuneration have been designed, developed and implemented, but none of these has been as controversial as the concept of merit pay for meritorious services.

The controversial nature of merit pay plans has produced an ever increasing amount of confusion as to what these plans are and how they can affect the classroom teacher. The concept of merit pay is not a new idea; various forms of merit pay plans have been attempted during the last forty years. The renewed interest today in merit pay plans, stems from the rate at which teachers' salaries have increased in recent years and the corresponding demand from many quarters for greater teacher accountability.

This document, the second in our Perspective series, is the result of research conducted by the authors in the effort to resolve some of the confusion surrounding the question of merit pay. It provides a synthesis of information and professional opinion about teacher compensation, without asserting the superiority of any particular approach. Of particular interest to educators is the section dealing with alternatives to merit pay compensation, such as differentiated staffing and teacher incentive plans. We hope that this paper will be useful to all of those involved with the question of teacher compensation.

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I. PREVAILING PHILOSOPHY AND PRACTICES OF TEACHER COMPENSATION

More than any other single factor, income determines the relative strength or weakness of any occupational group to attract and to hold competent persons.[1] The financial reward offered to teachers, as well as fringe benefits, have taken on new importance in recent years because of the increasing competition among the professions for well-trained capable personnel. The bulk of the total income of teachers comes from salaries. Consequently, the types of salary schedules that are established both reflect and influence the economic status of the profession.

ISSUES IN SALARY SCHEDULING

Payment of teachers according to a fixed salary schedule rather than on the basis of individual bargaining has long been recognized as important to the security and dignity of the teaching profession. The general principles of salary scheduling have evolved from a number of basic issues.[2]

SINGLE-SALARY OR PREPARATION SCHEDULES

A landmark in the beginning of the study of salary schedules was the report prepared by Evenden[3] which showed that in 1919 about two-thirds of the 392 reporting cities used salary schedules for teachers in elementary schools, but less than half used than for high school teachers. One of his conclusions was that teachers in elementary, intermediate, and high schools should be on the same salary schedule if they met the same standards of preparation.

In 1923 the National Education Association Research Division in its first salary-schedule study[4] stated principles of scheduling under three objectives: (1) making teaching a profession, (2) securing and retraining competent and desirable people as teachers, and (3) assuring maximum service and professional growth from all teachers.

The first single-salary schedules were adopted in 1921 by the Denver and Des Moines school systems. By 1946 more than 40 percent of all districts were using single-salary schedules; by 1950 about 97 percent of the school districts using salary schedules had adopted the single schedule with differentials based solely on levels of preparation, not on grades or subjects taught.[5] By the late 1960's no salary schedules made a distinction between elementary and secondary teachers.[6] The professional organizations favored the adoption of this policy as a means of upgrading the entire teaching profession and alleviating cleavages between elementary and secondary school teachers by giving the same recognition to both groups on the basis of educational preparation and experience.

However, in the effort to convert to the single-salary schedule frequently too little attention was given to the pattern of increments and to some of the more technical details associated with structuring a good salary schedule; many of these weaknesses are still prevalent.

MINIMUM SALARY LAWS

Since 1946-47, minimum salary schedules for teachers guaranteed by state law have all been of the single-salary type. In 1956-57, minimum-salary laws were in effect in twenty-one states. In 1966 thirty-one states had a legally guaranteed minimum salary, twenty-three of which also recognized both college training and years of service, providing for minimum and maximum salaries for both the bachelor's and master's degrees. Fifteen of the thirty-one also stipulated minimum and maximum salaries for teachers with preparation beyond the master's degree. In all states where minimum-salary legislation has been enacted, local school systems were free to pay salaries higher than those required by law. None of the thirty-one state schedules recognized superior-service or merit ratings.[7]

MERIT RATINGS AS A FACTOR IN SALARY SCHEDULES

For nearly ten years a committee worked on the study of teacher competence in relation to salaries for the New England School Development Council.[8] A model schedule was recommended with four divisions to recognize progressively higher role fulfillment by teachers. It hypothesized that teachers mature first in their teaching role, second in their school role, and lastly in their professional role. It was suggested that evaluation be of a successive-hurdle nature, rather than of an aggregate nature; that is, a school system evaluate the teaching role, then the school role, and then the professional role rather than attempt evaluation of all three roles simultaneously at each stage of evaluation. A salary schedule consistent with this hypothesis ought to reflect the following principles: (1) the basic salary ($X) should be high enough to attract a teacher meeting the standards for employment, (2) a merit increment ($Y) should be established, and (3) a service increment ($Z) should be established. The salary schedule should then have the following form:

Division	Role Satisfied	Step	Annual Salary
I	Probationary Teacher	1	$X
		2	$(X+Y)
		3	$(X+2Y)
II	Teacher	4	$(X+3Y)
		5	$(X+3Y+Z)
		6	$(X+3Y+2Z)
		7	$(X+3Y+3Z)
		8	$(X+3Y+4Z)
III	School	9	$(X+4Y+4Z)
		10	$(X+4Y+5Z)
		11	$(X+4Y+6Z)
		12	$(X+4Y+7Z)
		13	$(X+4Y+8Z)
IV	Professional	14	$(X+5Y+8Z)
		15	$(X+5Y+9Z)
		16	$(X+5Y+10Z)
		17	$(X+5Y+11Z)
		18	$(X+5Y+12Z)

Table 1. A Model Schedule Reflecting Higher Role Fulfillment by Teachers.

According to the New Jersey Education Association, merit pay provisions in New Jersey school districts have continued to decline. While sixteen[8] districts indicated a board policy on merit pay, only twelve districts, the lowest number ever reported, indicated use of the policy in the 1970-71 year.[9]

EXTRA PAY FOR EXTRA DUTIES

Salary differentials for time spent by teachers in directing extra-curricular activities for pupils, such as sports, dramatics, musical activities, production of school newspapers, and the like, frequently are recognized in salary schedules. In 1965-66, almost one-half the salary schedules examined by the National Education Association[10] reported such differentials. The amounts of extra pay for such activities were relatively small; football coaches usually received the largest stipends above their regular teaching salaries.

In regard to extra pay for non-athletic activities in secondary schools in 1969-70, the New Jersey Education Association found a significant increase above the 33 percent reported in 1965-66[11] in the number of districts that are currently providing extra pay for these activities. An increasing number of districts have also adopted salary guides for extra pay activities.[12]

EQUAL PAY FOR MEN AND WOMEN

Most salary schedules provide no monetary differentials on the basis of sex. This has not always been the case. In 1904-05, more than 85 percent of the cities reporting indicated salary differentials in favor of men teachers; only 22 percent of the same cities did so in 1944-45.[13] By 1966-67, only 1.3 percent of the schedules analysed by the National Education Association[14] for districts enrolling 25,000 or more students provided additional compensation for men teachers.

INDEX SALARY SCHEDULES

Approximately 20 percent of the 1966-67 salary schedules analyzed by the National Education Association were constructed on an index or ratio basis. By this method every level on the salary schedule is stated as a percentage of a given base, which usually is the beginning step of the scale for holders of the bachelor's degree. The Utah Education Association found in 1965 that 95 percent of the districts studied which had adopted index salary schedules indicated an intention to continue this type of schedule.[15] Their reasons for retaining the index schedule were simplicity in administration and review, a more equitable distribution of funds available for salaries, the good effect on staff morale, the avoidance of blanket raises which distort relative positions of the staff on the schedule, and the provision of a more objective basis for salary negotiations.

SALARY SCHEDULES FOR ADMINISTRATIVE PERSONNEL

The practice of scheduling salaries for administrative and supervisory personnel was followed by about 60 percent of the school systems which reported salary schedule information to the National Education Association in 1965-66.[16] Likewise, more than 60 percent of the administrative schedules furnished were related directly to those for classroom teachers either on a percentage or a ratio basis, or by the addition of dollar amounts varying by the responsibility level of the administrative positions. The base of reference to the schedule for teachers frequently was the maximum scheduled salary for teachers with master's degrees.

II. THE CONCEPT OF MERIT PAY

The concept of merit pay for teachers is based on the principle that a distinction can be made between teachers, for the purpose of differentiating salaries paid to them. A corollary premise that paying more money to some teachers will improve the calibre of instruction.[17]

THREE MAJOR PROVISIONS PROVIDING ADDITIONAL COMPENSATION

Plans that provide additional compensation for superior teachers are usually one of three major types.[18] The first plan includes provisions for exceeding the teacher salary schedule by devinite dollar amounts. Requirements for eligibility vary from school system to school system. Most merit provisions awarding definite dollar amounts are applicable only after the teacher has served several years in the system. Many apply only after the regularly scheduled maximum has been reached through normal progression on the schedule.

A second type of merit pay provision is the authority retained by the board of education to exceed the schedule for "outstanding" or "meritorious" service by teachers and sometimes by other members of the instructional staff. This is usually a blanket statement providing no detailed information as to the methods of implementation.

The least frequently used type of merit pay provision is a statement granting the board of education power to accelerate the progress of outstanding teachers on the regular schedule by granting double increments, or the like. These usually are not to exceed the regularly scheduled maximums of the salary classes contained in the basic schedule.

HISTORICAL PERSPECTIVE REGARDING MERIT PROVISIONS

Historically, merit pay provisions for compensating teachers were commonplace prior to the early 1920's when the single salary schedule was first implemented. The 1920's saw a peak in this country for merit pay provisions, while the depression years of the 1930's and World War II led to a general abandonment of merit pay for the single salary schedule.[19] A 1944 study of merit type salary schedules in fifty-nine cities concluded that the methods of measuring teacher efficiency in use at the time were largely unreliable. The unreliability of these measuring devices impeded the widespread adoption of merit type salary schedules and very few school districts in the United States were willing to depart from the popular single salary schedule.[20] Beginning in the mid-1950's there was considerable renewed interest in merit schedules and many school board members urged the adoption of such plans. The number of merit schedules adopted, however, continued to be very small.[21] According to the National Education Association, Research Division, only 6.3 percent of all school systems in communities with populations of 30,000 or more authorized higher salaries for superior service in 1956-57.[22]

For the last six years around 10 percent of the reporting systems provided for meritorious service on the part of teaching personnel. For the 1969-70 school year, however, the percentage has decreased to 7 percent.

Various state legislatures have been interested in merit pay plans and many have appropriated large sums of money for studies in this area. In recent years, various states have either carried out or contempleted large scale experiments or studies dealing with merit pay plans. In two of these states, New York and Delaware, plans were actually put into effect and abandoned after trial because it was eventually seen that the plans were impractical.[23]

PRINCIPLES OF MERIT PAY PLANS

Over the years, various professionals have developed principles that may be applied in the development of a merit pay program. At this juncture, it would be advantageous to focus attention upon the essential ingredients of these principles. Many have been taken from a list of sixteen criteria developed by Edmund Thorne, former Superintendent of Schools in West Hartford, Connecticut, where a merit pay plan was initiated in 1953.[24]

1) The prime principle underlying any merit pay plan should be the improvement of instruction -- to help teachers succeed and improve in their work. The complete realization of this principle could, and probably should, eventually result in the advancement of the whole staff into the "superior service" category.

2) Merit awards should be based upon pre-determined criteria and not upon percentage quotas. No qualified teacher should be denied an award because of some arbitrary limitation.

3) A merit plan is not likely to succeed unless a good professional salary schedule is already maintained. A merit pay plan should not be an excuse for keeping the salaries of most teachers down.

4) A merit salary program should not be adopted until after sufficient study, and then only upon thorough understanding and acceptance by a substantial majority of the staff. Teacher cooperation and involvement in a study must be secured.

5) A merit pay plan should be adapted to local conditions. There is no universal pattern that can be transferred wholesale from one district to another.

6) Any merit pay plan should have the complete understanding and support of the administrative personnel, the board, and the public.

7) All personnel in the school system, including administrators and supervisors, should be rated.

8) There should be well-defined standards of evaluation agreed to and understood by those who are to be evaluated.

9) There should be ample opportunity for evaluation. From twelve to sixteen observations are needed for those teachers under the merit pay plan as compared to the two to four observation visits for other non-merit pay candidates.

10) Only those teachers who request it should be evaluated for merit pay purposes and, conversely, teachers should be allowed to withdraw from the procedure if they so desire.

11) Merit awards should be commensurate with the value placed upon superior service. They should be large enough to offer real incentive.

12) Teachers must have confidence in the competence and integrity of the administrative staff or others responsible for evaluating them for merit pay.

13) Sufficient personnel should be provided to insure adequate time for evaluation.

14) Final selection of merit teachers should be entrusted to more than one individual. A rotating representative committee is recommended.

15) Individuals should be given the right to appeal.

16) Adequate budgetary safeguards should be established to provide continuity of the program from one year to the next.

17) Plans should be incorporated for the continuous re-evaluation of any merit pay plan in the light of new experience.

18) Provision should be made for informing new and potential staff members regarding the philosophy of the program, its application, and the rights and obligations of all for whom the program is intended.

PROCEDURES FOR MERIT RATING AND/OR EVALUATION

One of the most crucial or significant principles of any merit pay plan is reflected in item number eight above, namely, that there should be well-defined standards of evaluation agreed to and understood by those who are to be evaluated for the purposes of merit pay consideration. The key to the successful operation of a merit pay plan is judgment based upon evidence.

The National Education Association, Research Division, has formed examples of at least four procedures that may be used in evaluating teachers for merit pay.[25]

1) Formal Evaluation - Weighted Point Scale -- West Hartford, Connecticut, used a formal evaluation procedure with a weighted point scale. Teaching skills and pupil relationships, 65 percent; Staff relationships, 15 percent; Public relationships, 10 percent; The teacher as a person, 10 percent. Teachers are considered on nomination by others or by themselves. A committee studies the evidence and recommends action on the basis of the foregoing criteria.

2) Formal Evaluation - Unweighted (Equally Weighted) Point Scale -- Alton, Illinois, the formal evaluation included twenty-six merit factors were grouped under nine headings: dependability, service, professional consciousness, subject matter, classroom atmosphere, adaptability, personal appearance, emotional stability, and wholesome relationships with fellow teachers. The rating was developed in a conference between the classroom teacher being rated and his principal.

3) Formal Evaluation - Without A Point Scale -- This procedure utilizes continuous evaluation through conferences and visitations. Principals make recommendations to the superintendent of placement on upper levels of the salary schedule.

4) No Formal Evaluation - Recommendation by the Superintendent -- The Fourth example involves recommendation by the superintendent without formal evaluation procedure, on the basis of the principal's recommendation to the superintendent. The principal's recommendation is based on record behavior and recommendations made in the light of all available facts.

The Grand Rapids, Michigan Public Schools have initiated a merit pay plan and in so doing have devised procedures for merit rating.[26] Teachers in grades K through 12 who are on the Master Degree maximum salary step for the year in which they are to be evaluated are eligible for consideration for merit rating. The principal or immediate supervisor is responsible for conducting the evaluation, preparing the official

form, and submitting it with supporting documents to the elementary or secondary grade review board. Membership on these boards is composed of teachers from the respective grade levels, assistant directors from the elementary and secondary levels, and central administrators selected by superintendent of schools. The results of the review boards work are submitted to a board of examiners composed of directors of elementary and secondary schools, the director of personnel, and a designee of the superintendent of schools The board of examiners may enter into further evaluation by means of classroom observation, oral interview written statement or other methods. Recommendations of the board of examiners are then forwarded to the superintendent of schools who may order further evaluation through the board of examiners. His list of recommendations are subsequently submitted to the board of education whose primary task is to authorize the implementation of merit payments to teachers.

There are four main areas each with specific rating items used in the Grand Rapids evaluation form: personal characteristics, teacher-pupil relationships, teaching ability, and professional relationships and responsibilities. Each item is ranked on a six point scale ranging from excellent to unsatisfactory.

An additional approach to the rating of teachers that may be used for the purpose of granting merit pay is suggested by Anthony,[27] in which teachers are rated as to the quality of classroom environment manipulation. Characteristics of classroom environments include not only teacher classroom behavior, but also classroom academic adornments and objects, the extent to which they are used and the manner of the usage are largely determined to the resourcefulness and efforts of teachers. In this sense, Anthony suggests that the teacher through environmental manipulation does influence pupil achievement. If teacher worth is defined in terms of increasing average classroom achievement, this procedure may provide a means of merit rating.

ARGUMENTS REGARDING MERIT PAY PROGRAMS

The question of merit pay for teachers has become highly controversial. In general, school board members are in favor of such plans while teachers and their professional organizations are opposed to them.

AD VANTAGEOUS RAMIFICATIONS OF MERIT PAY

School board members, as lay persons, are more amenable to merit pay for several reasons. First such a system of pay is familiar to them. Since most of them come from the managerial, business, and professional occupations, reward based on merit and competition has been a part of their lives. It has the legitamacy of both precedent and logic. Second, merit pay may appear as a way of preventing a large financial investment in education. To many lay board members, it at least appears to be a way of maximizing the return for a considerable public expenditure.[28]

Committees composed of school board members, administrators and teachers have noted other advantages of merit compensation. Those favoring such plans contend that they provide for fairness in salary payment by giving greater rewards to those who demonstrate superior performance while providing incentives and guidelines for improving performance. A merit system, in this view, would attract competitive people to the teaching profession, promote good personnel administration, and tend to focus attention on important objectives for teachers. It would reduce subjectivity in the appraisal of teaching for promotion and assignment. Furthermore, implementation of merit pay meets the public objection to the inequity of the automatic scheule of promotion based on years of service or college, credits.[49]

OPPOSITION TO REWARDING TEACHERS ACCORDING TO ABILITY

The literature suggests many arguments against rewarding teachers according to ability, however, these narrow down to three basic arguments: experience both in and out of education shows that merit pay is unworkable; evaluation of teaching is too inaccurate to be used as a basis for merit pay; and the system of discriminative rewards produces undesirable relations within schools.[30]

Contrary to public belief, merit pay is receding from the industrial scene and within the business community there is as much controversy and emotion regarding merit pay as there is in education. The Esso Standard Oil Company carried out research that was to study wage incentives, but the conclusion finally reached by the investigators, was that non-financial incentives were the most effective for securing maximum production. In the words of the report: "Non-financial incentives encourage the employee to become creative, to take pride in his work, to become an efficient person, and to approach his job with a positive and aggressive attitude."[31]

The second argument against pay based on ability, is that evaluation of teaching is too inexact to be used as a basis for salary differential determination. Most of the problem stems from the fact that it has become difficult to arrive at an acceptable definition of teaching competence and adequate means of measuring it. Mitzel has commented, "More than half a century of research efforts has not yielded meaningful, measurable criteria around which the majority of the nation's educators can rally,"[32] and Biddle has been quoted as saying, "It is not an exaggeration to say that we do not today know how to select, train for, encourage, or evaluate teacher effectiveness."[33] Opponents of merit ratings argue that the quality of teachers' services cannot be rated so as to give a valid basis for classification of teachers, and that the only valid test of a teacher's effectiveness is in the changes he brings in the knowledge, attitudes, and habits of his pupils. Even if these changes could be measured, the changes in any one pupil in any one year would depend, in part, on the pupil's intelligence, health, home background, previous school experience and many other factors. The effectiveness of a teacher in any one year may depend on the size of his class, the teaching material available, the emotional climate of the school, and other factors beyond the teacher's control.[34]

The third argument against rewarding according to merit, is that a system of discriminative reward brings about unhealthy personnel relations. According to the National Education Association, some school districts discontinued their merit plans because, "Some felt it was unfair; there was suspicion of discrimination; morale was low; charges of discrimination were made."[35]

FAILURES OF MERIT PAY PLANS

In 1961, the Research Division of the National Education Association surveyed ninety-one school districts in an attempt to determine the reasons why merit pay programs were being abandoned in favor of other forms of teacher compensation.[36] The districts included in the survey were those that in at least two different years, in the preceding twenty-one, had included superior service maximum provisions in their salary schedules only to drop them later. Nearly two-fifths of those districts that replied, indicated that their plans had never been put into effect, or were not really merit plans. Thirty districts that did reply provided somewhat detailed information that formed the basis of the National Education Association report. The basic reasons for giving up plans for merit pay appeared to be that no satisfactory plan has been developed for selecting the superior teachers, and that the plans had created dissension.

It was found by the districts that evaluations had to be made on the basis of subjective and uncomplete data and were consequently unsatisfactory. Often rewards were not actually based on merit but were given to a majority of teachers or those with seniority. Great dissension was created in the schools, with much resentment, misunderstanding and a sense of injustice among teachers. When a quota system was imposed, it was found to restrict opportunity for younger teachers. The evaluation process itself was often cumbersome and became a great burden on the raters.

Probably the best statement concerning the abandonment of a merit pay plan was made by Superintendent John B. Geissinger at a symposium on merit pay sponsored by Barrington and Company in 1961. It concerned the plan in effect in Somerville, New Jersey, between 1953 and 1957.

> It became evident that the...Somerville faculty...had not yet accepted the principle of gradation in salary based on performance. Many persons who were rated as 'superior' were uncomfortable because of the comments and remarks of their colleagues not so rated.

Practically everyone rated as 'good' resented that evaluation and 'felt hurt.' Those rated below were evidently more aware of their situation and apparently accepted the situation more philosophically. In discussing the matter with the Board of Education, the administration pointed out that teaching involves more than a competitive striving for a 'superior' rating... Everyone felt that morale in the system had suffered. High school department heads felt that relations between the teachers themselves had deteriorated. Building principals said the same, as did the elementary supervisors. It appeared that even the Board's generous action of increasing the increments for 'good' and 'superior' teachers to $400 and $500, respectively, did not develop better feeling...In summary, then, in presenting the matter to the Board of Education, the superintendent reported that the merit rating program had apparently lowered teacher morale, had created friction within the staff, and had tended to emphasize individual performance at the expense of cooperative teamwork. As a result, in some cases, it may have resulted in ineffective teaching...One last undesirable, but quite understandable, result was that word got around the community rather rapidly that certain teachers had been designated as 'superior' and many parents requested that their children be assigned to these 'superior' teachers. This was a very difficult matter to administer and was extremely embarrassing to those teachers not so rated...The superintendent commented that it seemed much more important to raise the general level of teaching through cooperative in-service activities, than to reward some through the merit plan. Therefore, it was recommended that the policy of the Board be reconsidered, that the merit rating plan be discontinued, and that a two-year study period be adopted. With some reluctance, the Board concurred in this recommendation.[37]

SUCCESSES OF MERIT PAY PLANS

The picture regarding merit pay plans is not all negative. Many school districts in the United States have implemented such plans for paying their teachers and some have met with success and as a consequence have continued.

According to students of merit pay research, merit pay plans seem to work best in medium sized and smaller school districts, especially those with a relatively high assessed valuation per child and whose school patrons include a large number of professional and upper income people. Successful programs usually are characterized by sound research before implementation, a local plan to suit local conditions, and teacher participation in each phase of the plan. Such programs also utilize a cooperatively developed rating instrument that emphasized performance and pupil progress. The rating forms and scales are definite and agreed-upon; ratings are kept confidential with teachers having access to their own files. These plans will superimpose merit pay on a good salary schedule and provide enough additional pay to be worth working for. They also generally provide an arbitration procedure, supervisory assistance and teacher counseling. Finally, such programs are constantly reviewed and evaluated.[38]

III. ALTERNATIVE METHODS OF REWARDING OUTSTANDING TEACHERS

Some school districts which tried formal merit pay plans have found the resulting acrimony not worth the struggle. The outcome of such experiences is almost inevitably a return to the single salary schedule. There are, however, alternatives available to those school districts that wish to improve on the single salary schedule without accepting the problems often accompanying formal merit pay plans.

DIFFERENTIATED TEACHING STAFF APPROACH

Differentiated teaching staff, or differentiated staffing as it is sometimes referred to, means changing the role of school personnel in such a way that the resulting organization is capable of adapting the program of a given school to the needs of a given child. It involves being more resourceful in the use of educational personnel and suggests being more fluid in the use of space, time, and resources. In administration, differentiated staffing means change to pluralistic organization and leadership; whereas, in teaching, it means the clustering of certain responsibilities around specific types of teaching roles.[39]

The literature on differentiated staffing tends to focus on peripheral reasons for changing staffing plans. The concept of differentiated staffing is often treated as being synonymous with differentiated compensation. In reality, each is based on a different rationale and a different goal although neither is mutually exclusive.[40]

A rationale for differentiated staffing is that the human being comes first. The most immediate objective of the educational system is to increase the potential of the learning environment and to facilitate the learning process for the learning environment. A rationale for differentiated compensation stems from the argument that teachers have individual differences; they have individual abilities and competencies; they have individual goals and job aspirations. Teachers should be afforded the opportunity to capitalize on these differences and to receive compensation based on a plan that recognizes these differences. Differentiated staffing focuses on the goal of improving learning opportunities for students whereas differentiated compensation is directed toward the goal of providing greater professional opportunities for teachers.

Both of the rationales and goals assume that implementation will: (a) attract and hold quality teachers; (b) increase teacher competence and teaching specialization by providing for individual teacher differences; (c) establish self-discipline; (d) offer a variety of types of positions which might satisfy educators at different points in life where they have different job desires; (e) provide more flexible entry and reentry points to teaching jobs; (f) establish a setting in which pre-service training can be related to job performance; (g) relate staff development and in-service training to career advancement; (h) establish a career pattern with promotion to greater responsibility within teaching.

One of the earliest differentiated staffing models was developed by Dr. Dwight Allen, dean of the University of Massachusetts' school of Education. It was presented to the California Board of Education in 1966, and first introduced in Temple City, California.[41]

The Temple City program represents a stairstep, or hierarchial, model. It includes master teachers, senior teachers, staff teachers, associate teachers, and three types of paraprofessionals--teacher aides, resource center assistants, and lab assistants. Responsibilities and salaries for these positions are varied, through the staff teacher and associate teacher are tenured.

The Associate Teacher is typically a beginning teacher who spends most of his time in the classroom. His performance is evaluated in conferences with a supervisor. The Staff Teacher has more experience and is assigned more difficult responsibilities, including tutorial sessions and small group instruction. Additionally, he works on new curriculums and supervises field testing.The Senior Teacher, in addition to teaching, consults with associate teachers, develops new teaching strategies, sets up inservice training programs, and develops resource banks for new instructional units, including the use of media. The Master Teacher has district wide responsibilities in the application of research to curriculum design. He also teaches at least part of the time.

Table 2, reflects a graphic presentation of the Temple City model illustrating the various teaching

levels with their respective responsibilities, academic and other requirements, and salary ranges.

An additional model of differentiated staffing has become known as the Florida Model.[42] It is the result of a mandate given by the Florida Legislature in 1968 requesting the State Department of Education to develop and operate model projects of flexible staff organization in selected elementary and secondary schools, based on differentiated levels of responsibility and compensation for services performed. A comprehensive feasibility study was completed along with a plan that included role clarifications and cost analysis. Pilot projects were set to begin in the Fall of 1970 in three Florida counties--Dade, Leon and Sarasota.

The Florida Model has more levels than the one at Temple City, California. It includes a teaching research specialist who is equivalent to the principal; teaching curriculum specialists; senior teachers; staff teachers; associate teachers; assistant teachers; educational technicians; and teacher aides. (See Table 4).

Two schools in Kansas City, Missouri have developed and implemented a pattern of differentiated staffing as well.[43] In April of 1968, the Kansas City school board appointed an advisory committee of teachers, administrators and citizens to develop a plan of differentiated staffing. The objective of the plan was to counteract the trend of poor instruction and pupil achievement that prevailed in two inner city schools and provide a better education for those children. It was agreed that the new plan would have a two year trial.

The district developed innovative programs for the two schools including team teaching, flexible scheduling, non-grading, and independent study. Workshops were conducted for participants during the summer. The two schools opened in September with approximately one thousand students each and staffing pattern as follows:

Coordinating Instructor--coordinates activities with a board segment of the curriculum and evaluates the total program.

Senior Instructor--services as a team leader. Diagnoses and prescribes for the needs of the individual children in his team. Supervises the training of student teachers.

Instructor--participates on team as a full-time teacher. Works with individuals and small groups in enrichment and developmental activities. Responsible for large-group presentations in his field of specialization.

Associate Instructor--a part-time teacher who participates in teaching as assigned by senior instructor.

Student Teacher--college senior or graduate student involved in student teaching. Observes and teaches under direction of senior instructor.

Intern--serves full-time for a semester under direction of coordinating instructor, following a course prescribed by college adviser.

Teacher Aide--does clerical duties as assigned by instructors.

COST ANALYSIS OF DIFFERENTIATED STAFFING PATTERNS

One of the most significant questions raised by school board members are other interested persons in the educational community has to do with the costs of differentiated staffing patterns. Just how much more money will it take to provide for all various positions called for under the patterns of instructional staffing that have been cited?

By using the experiences of the Kansas City model as an example, a fair answer to the above question can be supplied. At the time the Kansas City program was submitted to its board of education, comparisons were made between the two differentiated schools and traditionally staffed schools with comparable enrollments. It was concluded that the elementary school with the new staffing pattern would cost $18,087 more and the junior high school $17,698 more over the period of one year. As a rationale for these additional expenditures, it was pointed out that for a slightly greater cost the differentiated staffing patterns would provide the schools with additional services in the form of full-time specialists in physical education, art, music, and counseling. The costs of these specialists are compensated financially by having fewer certified people at the experimental schools and more para-professionals receiving lesser salaries.

TEACHER INCENTIVE PLAN[44]

A second alternative to the merit pay plan has been the teacher incentive plan. These are agreements between school systems and teachers which offer teachers an opportunity to earn bonus pay, contingent upon academic improvement by their students on standardized achievement tests. An additional purpose of the incentive arrangements is to promote educational accountability by giving instructors direct responsibility for the scholastic successes and failures of their students.

An examination of the Portland Oregon experience illustrates the principles involved. In addition to contracting with a private firm during the second half of the 1969-70 school year to provide a reading laboratory for 130 seventh and eight graders, Portland permitted teachers to develop new methods for reading instruction and propose performance proposals of their own. Three incentive contracts were developed as a result.

In the first contract, a team of five teachers agreed to try to match the contract terms which the private firm was already operating in the schools. The firm had agreed to double the reading rate advancement of the students or forfeit part of their fee. Based on results from standardized tests, student reading rates advanced as much as 4.5 months as they had in the previous nine months, and the firm received the full contract price. The team of five teachers, however, had equally successful results. Unlike the private firm, the teachers' contract was not on a "no learn - no pay" basis. Their agreement was to work for their regular pay on a guaranteed basis, with only the bonus contingent on student performance. The teachers also stated that they would not divide any bonus money among themselves but would put it into additional reading materials.

In the second incentive agreement, covering fifth and sixth grade summer school reading instruction, one teacher agreed to work on an "all" or "nothing" basis. The teacher's total salary for the summer was based on gains made by her students. Her students gained twice the amount expected and the teacher received twice the amount of the regular summer salary.

Under the terms of the third agreement, also involving summer school reading, a Portland administrator contracted with five teachers on a "no learn-no pay basis," while the teachers subcontracted with a private firm to guarantee their basic income. The firm agreed to furnish reading materials and to take the financial loss if the summer school students failed to double their normal reading achievement. Under the terms of the contract, the firm was to get 80 percent of any earned bonus, while the teachers would divide up the remaining 20 percent. The project was successful in that the gains made by the total group exceeded the school board's expectations but the results failed to match the company's goals. As a result, the company lost money, but the teachers came out ahead, with their guaranteed salary from the company plus the bonuses they earned from the school board for participating.

An additional and more recent approach to a teacher incentive plan is being sponsored by the Department of Health, Education and Welfare. The federal agency has undertaken a one-year project with four participating school districts to determine the impact on student performance of monetary incentives for teachers at all four sites and patents at two of the four sites.

Participating school districts include Cincinnati, Ohio; DeVall County, Florida; Oakland, California; and San Antonio, Texas. The U. S. Office of Education has contracted with private firms to perform testing and analysis service our the duration of the project and to provide monitoring and assistance to the school districts, as well as assistance to OE. The project covers the school year 1971-72 with final evaluations due in July & August 1972.

The objectives of the project are: (a) to determine the impact of the availability of incentives for teachers and parents on achievement scores in arithmetic and reading of students in grades 1 through 6; (b) to identify the change process which occurs at the schools and the resulting student achievement; and (c) to identify changes in attitude and behavior of students, teachers and parents toward the schools and school work as a result of the offering of incentives to teachers and parents.

The population for the experiment is approximately 600 students in the experimental school and 600 students in the control school at each site. School sites were selected on the basis of deficiency in arithmetic and reading as measured by standardized test scores or other test data. In each of the schools selected, the great majority of the enrollment is black. Most of the youngesters come from low-income families, as measured by the Aid to Families With Dependent Children Program or by similar data. The experimental and control groups were matched on the basis of race, achievement, and, socio-economic criteria.

In the teacher model, teachers are offered incentives up to a maximum of $1,200 per teacher. An agreement is made between the individual teacher and the school district, usually supplementing the agreement to the existing teacher contract.

The model in which parents as well as teachers may receive incentives is similar to the teachers model in terms of payment. Parents are also offered incentives of up to $100 for each of their children enrolled in the program. Payment to parents is based on the mean gain equivalent score for the childs' classroom group, rather than the individual child's score.[45]

APPROVED STUDY PLAN

Approved study plans differ from the traditional credit accumulation or "unit logging" for horizontal advancement, and longevity for vertical advancement on typical single salary schedules. These plans require carefully thoughtout proposals by the participating teachers and then official district approval prior to the undertaking of any project that will result in remuneration. An important element in these plans is what might be called a "benefit to the district" principle.

The school district of Beverly Hills, California, has implemented an approved study plan that it calls The Incentive Increment Program.[46] The purpose of the plan is to improve the instructional program and to encourage continuing professional growth of teachers that goes beyond the district's minimum growth requirement of four to six units of college work during a four-year period. The Incentive Increment Program is projected for each approved teacher for a three year period.

To be eligible, teachers must have a bachelor's degree plus 36 units and/or a master's degree and must have been rated satisfactory by their principal. If eligible, the teacher develops a three-year plan in cooperation with his principal and/or department head or supervisor. Plans are reviewed and approved by the Professional Services Appraisal Committee.

The general criteria on which three-year plans are approved are designed so that the plan must: (a) be more intensive and demanding than plans developed under the regular Professional Growth Program; (b) be individualized, flexible, and reflect the teacher's professional goals; (c) reflect the projected professional needs of the district; (d) include a professional contribution of significance to the educational program; and (e) include a formal university experience.

The monetary value of the plan indicates that on completion of the first three-year program, the teacher receives $500.00 per year in addition to his regular salary. Teachers can advance through four such programs over a twelve-year period, which would entitle them to $2,000 a year in addition to basic teacher salary. After the successful completion of one three-year program, the teacher continues to receive $500.00 per year for

his contribution until retirement or until he qualifies for $1,000 per year extra for a subsequent three-year program. All together he can qualify for four such programs.

THE SCHOOL IMPROVEMENT PLAN[47]

The Irvington, New York School District has introduced the School Improvement Plan, designed to reward effort, recognize achievement, and encourage further undertakings of the faculty for the benefit of children in the district. Any individual teacher or group of teachers may voluntarily pursue a school improvement project.

Such projects may involve curriculum development, the teaching of special courses needed by the district or the community, and other short-term assignments. Approval for the project is dependent upon a committee of administrators who screen all proposals with the supervising principal of the teachers involved serving as chairman. Projects are judged in terms of their applicability to the local school situation, the nature of the work and research involved, the significance of the study as a means to developing new educational knowledge, and the extent of concentrated short-term effort and energy required to complete the project. Upon recommendation of the screening committee, the board of education formally votes financial support and approval of the project.

Monetarily, teachers advance automatically through the first eleven steps of a sixteen-step scale, depending on their academic preparation and continuing study. Teachers who advance to the twelfth step and beyond because of their participation in school improvement units may increase their salaries from $800 to $2,000 in three to five steps depending on their education beyond the bachelor's degree.

TEACHER EXECUTIVE PROGRAM[48]

The teacher executive program has been developed by the school district of San Mateo, California as a means of rewarding the outstanding teacher without forcing him into permanent retirement from the classroom. Under its provisions, superior-teachers are relieved of their teaching duties for a year in order that their experience might serve the district in other ways. The number of "Teacher Executives" chosen each year depends upon their availability and the limitations of the budget. Teachers participating in the program receive an additional $1,500 stipend during there year as "Teacher Executives." whose responsibilities are determined by the needs of the district and the teachers' particular interests and talents. "Teacher Executives" might serve as resource persons to other teachers in their subject areas, develop special teaching materials, do professional research in their teaching field, and in other ways benefit the success of the educational program in the district.

DISTRICT CONSULTANT PROGRAM

In this program, the San Mateo district has established a "chair" in an academic field to be held by a teacher whose successful experience and unique instructional methods might very well be shared by other teachers in the district. The veteran teacher spends five weeks in each of the seven San Mateo high schools working with teachers, demonstrating methods in classes, presenting new ways of meeting old problems, and enriching the experience of other teachers in the same discipline. The District Consultant receives an additional stipend of $1,500.

POSITION CLASSIFICATION-PERSONAL RANK PLAN

The last alternative method for compensating teachers of superior or meritorious ability that shall be discussed has not been implemented in any school district as far as is known; however, the concept upon which the plan is based is somewhat unique and, thus, deserves inclusion in this section as an alternative.

The plan envolves combining the principles inherent in two other concepts for rewarding and ranking employees in the public service, the position classification system and the personal rank concept. Under a position classification system, an employee's position is classified, and a monetary value is assigned to the classification, by an indication of its pay range and its grade on the agency salary schedule. An employee's pay grade may increase if: (1) upon re-evaluation of his assigned duties and responsibilities the position is reclassified to a classification with a higher pay grade; (2) as a result of a wage survey or other means, a higher value is placed on his job classification; or (3) by competitive examination or other process the individual qualifies for a possion whose classification is assigned to a higher grade of the salary schedule. Position classification is the predominant personnel concept among states and local governments.

The pay level for an individual employed by an agency using the personal rank concept is determined principally by his relative personal status within an organization rather than by his job assignment. The personal rank concept is found in the military services, universities, and the personnel programs of many foreign governments.

On the basis of his research, Paul M. Hirsch recommends the following for improving the criteria for teacher pay determination: A meaningful and effective teacher salary plan should be established that incorporates key features of both the position classification and personal rank concepts.[49] All instructional assignments should be carefully reviewed and ranked in order of their relative importance. In some cased, the duties may have to be restructured to indicate clearly the distinction between two levels of instructional responsibility. Formal statements should be prepared that adequately describe the types of assignments included at each of the levels. Sound and realistic job requirements should be prepared and the best qualified teachers selected for the higher level positions. The different job levels should be designated by appropriate descriptive titles that would emphasize levels of instructional responsibility rather than college achievement. Within each of these levels thate should be some recognition for major differences in professional preparation.

Table 4 is an illustration of a proposed teacher salary structure that is intended to recognize different levels of assigned instructional responsibility. Recommendations above describe the (position classification) procedures to be used in identifying the job categories. Therefore, it is recommended that selection of the best-qualified teachers for higher level positions be accomplished through a sound employee evaluation program. Under this plan a "superior" teacher would be eligible for a promotion (advance in professional rank) rather than a merit pay increase.

IV. SUMMARY AND CONCLUSIONS

Merit salary programming has been implemented or attempted in education, industry and government over the past twenty-five years. It has met with some success in all of these settings; however, there are numerous examples of failures as well. Certain recurring conditions which seem to lead to success or failure have been identified in this paper.

Earlier forms of merit rating, based on subjective rating devices and superficial administrative procedures, are generally mistrusted and condemmed by the teaching profession. Recent developments in both education and industry have led toward a focus on performance appraisals based on carefully collected observation data and well defined functional criteria. The costs of conducting such evaluations are generally not provided in the normal school budget. For the implementation of a thorough-going appraisal system, schools are often under staffed, and personnel are not adequately trained.

The majority of school districts across the country which have used merit payments have followed one or both of the two usual approaches: an acceleration of merit teachers up the regular schedule, and super-maximum salary increments above the schedule. A very few have attempted the plan of having no schedule at all and basing all salary increments on merit alone. Many districts which claim to operate merit salary programs have only a provision for withholding increments from unsatisfactory teachers. The currently operating school merit programs which have achieved teacher acceptance offer merit awards of approximately $500 or more to the qualifying persons, usually in addition to their normal salary position on a typical automatic salary schedule.

Teacher morale is not necessarily directly related to whether or not the teacher is working within a merit salary program. However, problems of communication exist because of the various interpretations placed on such terms as merit, merit rating, evaluation, and other related terminology. A definition of terms has been included to make clear the meaning of such terms as used in this report. (See Appendix).

Merit salary programming is feasible in school systems which have established a set of basic principles. Under these circumstances, most teachers can be expected to support the operation of merit programs. It can be predicted that a merit program established in disregard of the basic principles will not function well, and will deteriorate and disappear, or create a difficult personnel situation in the district.

Any attempt to impose merit programming on a local district would be damaging to a long-term development of beneficial merit procedures. A very careful preparation and training period is necessary before a school district can handle the technical and human relationship problems inherent in a through-going merit program. Improvements in the definition and description of teaching should lead directly to improvements in the college programs for training new teachers, and retraining those in service.

Merit salary programming is feasible in school systems which have developed appropriate evaluation procedures. It is possible, and necessary, to attain a higher degree of objectivity in teacher appraisal than has usually been achieved. Appraisal systems which have the appearance of objectivity through superficial use of numerical scales, or whose reliability has not been demonstrated, are misleading as to their value and result in disillusionment among teachers and others concerning the application of the merit concept.

Teacher morale is a complex of many factors and is not primarily determined by the salary system, whether merit or non-merit. It is possible to operate a merit salary program and to maintain good morale. However, a properly conducted evaluation program will result in improved teacher performance, with higher morale and job satisfaction among teachers.

Along with any forward movement toward merit programming which may occur in New Jersey, there must also be a continuation of cooperative research on both local and state levels to further test, refine, and extend the procedures which have been developed. There is a long-standing need for improvements in the typical school district supervisory and personnel evaluation practices. Such improvements should be made whether merit salary programming is introduced or not, and their costs cannot properly be charged to the merit program. There is therefore, a considerable need for school boards and professional educators to work together to clarify the goals of salary programs and then to take steps to implement those goals.

TEMPLE CITY MODEL

Tenure	Tenure	Non-tenure	Non-tenure	Salary Range
			Master Teacher Doctorate or Equivalent	$15,500-25,000
		Senior Teacher M.S. or Equivalent		$14,500-17,000
	Staff Teacher B.A. Degree and Calif. Credential			$ 7,500-11,000
Associate Teacher A.B. or Intern				$ 6,500- 9,000
100% Teaching	100% Teaching Responsibilities	3/5's Staff Teaching Responsibiliteis	2/5's Staff Teaching Responsibilities	
Academic Assistants A.A. Degree or Equivalent				
Educational Technicians				
Clerks				

Table 2. Temple City Differentiated Teaching Staff Model

FLORIDA MODEL

					Non-tenure	Teaching Research Specialist Doctorate degree	Salary Range
				Non-tenure	Teaching Curriculum Specialist Master's degree		$17,500-19,000
			Non-tenure	Senior Teacher MS, MA, or M.Ed.			$15,000-16,000
		Tenure	Staff Teacher BA, BS, or B.Ed.				$12,000-14,000
	Tenure	Associate Teacher BA, BS, or B.Ed.					$10,000-11,500
	Non-tenure	Assistant Teacher Associate degree (2 Yr.)					$ 7,500-9,000
Non-tenure	Educational Technician						$ 5,500-6,500
Teacher Aide							$ 4,500-5,500
							$ 3,500-4,500

Table 3. Florida Differentiated Teaching Staff Model

Level of Instructional Responsibility or Professional Rank	Years of Experience											
	0	1	2	3	4	5	6	7	9	12	15	20
Classroom Teacher(a)												
w/bachelor degree	$6,300	$6,615	$6,945	$7,290	$7,655	$ 8,035	$ 8,440	$ 8,860	$ 9,305	$ 9,770	$10,260	$10,770
w/master or doctorate degree	7,290	7,655	8,035	8,440	8,860	9,305	9,770	10,260	10,770	11,310	11,875	12,470
Senior Teacher(b)												
w/bachelor degree	–	–	–	8,035	8,440	8,860	9,305	9,770	10,260	10,770	11,310	11,875
w/master or doctorate degree	–	–	–	9,305	9,970	10,260	10,770	11,310	11,875	12,470	13,090	13,750
Master Teacher(c)												
w/master degree	–	–	–	–	–	11,310	11,875	12,470	13,090	13,750	14,440	15,160
w/doctorate degree	–	–	–	–	–	11,875	12,470	13,090	13,750	14,440	15,160	15,920

*This proposed salary structure[49] incorporates features from the three personnel concepts discussed: position classification, personal rank, and level of educational achievement. The selection of three levels of instructional responsibility is an arbitrary one. Some school systems might find that four levels are more appropriate while others might initiate this type of structure with two levels. The rates (particularly the starting ones) have been selected because of their comparability to those paid by school systems in the Washington, D.C. metropolitan area. They are, therefore, illustrative in nature and are not intended to be an intrinsic part of the recommended salary structure.

aClassroom Teacher: The large percentage of positions in a school system using this plan would obviously be designated at this level and there would be two salary ranges, one for teachers with bachelor degrees and one for those who possess advanced degrees.

bSenior Teacher: This level of instructional responsibility would include positions that require professional leadership ability or special teaching skills. Advancement to this professional rank would require a minimum of three years of Classroom teaching experience.

cMaster Teacher: This is the highest level of instructional responsibility and should be reserved for the most (professionally) demanding positions. Assignment to this level would require an advanced degree and a minimum of five years of instructional experience.

Table 4. A Proposed Salary Structure for Three Levels of Instructional Responsibility*

V. FOOTNOTES

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VII APPENDIX

DEFINITION OF TERMS

APPROVED STUDY PLAN – "distinguishable from the traditional 'unit logging' for horizontal advancement, and longevity for vertical advancement on typical single salary schedules. They demand carefully thought-out proposals by the teacher and then official district approval prior to the undertaking of any project that will result in additional remuneration. An important element is what might be called a 'benefit to the district' principle."[50]

DIFFERENTIATED TEACHING STAFF APPROACH – "a plan for recruitment, preparation, induction, and continuing education of staff personnel for the schools that would bring a much broader range of manpower to education than is now available. Such arrangements might facilitate individual professional development to prepare for increased expertise and responsibility as teachers, which would lead to increased satisfaction, status and material reward."[51]

DISTRICT CONSULTANT PROGRAM – "the establishment of a 'chair' in an academic field to be held by a teacher whose successful experience and unique instructional methods might very well be shared by other teachers in the district,"[52]

EVALUATION – "the process of arriving at statements about and descriptions of a person's work, so that it is discriminated qualitatively from the work of others, or from a standard, so that its value is made explicit."[53]

MERIT PAY (Incentive Pay Plans, Superior Service Maximum Salary, Quality of Service Recognition Salary, Reward for Excellence) – "a salary schedule which provides for additional pay for teachers adjudged to be superior according to established criteria."[54]

MERIT PAY PROGRAM – "When rating or evaluation is used to any degree to determine salary, regardless of whether the district has a former merit rating system. Such programs can also involve withholding salary raises from teachers judged unsatisfactory."[55]

MERIT RATING – "a recorded judgment about the teacher or other employee being rated, which directly determines, at least in part, the amount of salary he is to be paid, and may affect either his rate of salary progress, or his ultimate maximum salary, or both."[56]

POSITION CLASSIFICATION-PERSONAL RANK PLAN – "a system whereby an employee's position is assigned to the classification, by an indication of its pay range and its garde (relative level) on the agency salary schedule. The pay level for an individual employed by an agency using this plan is determined principally by his relative personal status within an organization rather than by his job assignment."[57]

SINGLE SALARY SCHEDULE – "the pay rates of one schedule apply to every teacher, regardless of the grade or subject taught, or the level of assigned instructional responsibility. The basic principle of the single salary schedule is that only preparation (education) should be considered in the determination of a teacher's salary level. Other job or personal characteristics are considered irrelevant or baised in nature. The education that a teacher prossesses determines his assignment to one of the sub-schedules (such as bachelor degree bachelor degree plus fifteen hours, master degree), and his experience determines his specific step on the sub-schedule."[58]

TEACHER CERTIFICATION – "indicates that the individual has mastered the minimim standards of preparation and experience approved by the teaching profession as essential for effective performance in the classroom."[59]

TEACHER EXECUTIVE PROGRAM – "superior teachers are relieved of their teaching duties for a year in order that their experience might serve the district in other ways. Their responsibilities are determined by the needs of the district and the teachers' particular interests and talents. (e.g., might serve as resource persons to other teachers in their subject areas, develop special teaching materials, do professional research in their teaching field.)"[60]

TEACHER INCENTIVE PLAN -- "contractual agreements between school systems and teachers which offer teachers the opportunity to earn bonus pay, contingent upon academic improvement by their students' on standardized achievement tests."[61]

TENURE – "...such employees as are in positions which require them to hold appropriate certificates issued by the board of examiners, serving in any school district or under any board of education...shall be under tenure... after employment in such district or by such board for: (a) three consecutive calendar years, or any shorter period which may be fixed by the employing board for such purpose; or (b) three consecutive academic years, together with employment at the beginning of the next succeeding academic year; or (c) the equivalent of more than three academic years within a period of any four consecutive academic years..."[62]

THE SCHOOL IMPROVEMENT PLAN – "the voluntary undertaking of a project by an individual or group of teachers which usually involves curriculum development, the teaching of special courses needed by the district or the community, and other short-term assignments. Its purpose is to reward effort, recognize achievement, and encourage further undertakings of the faculty for the benefit of children in the district. Authors of 'school improvement projects' notify the proper authorities of their intentions in sufficient time for evaluation and preliminary budgeting of the project."[63]

The New Jersey State Department of Education is generally in accord with the philosophy of the authors of papers in the "Perspective" series. However, the views expressed by the authors represent the results of planning and research in areas of educational interest, and do not necessarily reflect current policies of the Department of Education.